

REPORT OF THE MIGRATORY BIRD COMMISSION, 1938

LETTER

FROM

THE SECRETARY OF AGRICULTURE

TRANSMITTING

A REPORT OF THE MIGRATORY BIRD CONSERVATION COMMISSION
FOR THE FISCAL YEAR ENDED JUNE 30, 1938

JANUARY 20, 1939.—Referred to the Committee on Agriculture and order to be
printed

MIGRATORY BIRD CONSERVATION COMMISSION,
Washington, D. C., January 17, 1939.

The SPEAKER OF THE HOUSE OF REPRESENTATIVES.

SIR: In accordance with the provisions of section 3 of the act of Congress approved February 18, 1929 (45 Stat. 1222; U. S. Code, Supp., ch. 7a), I present herewith report of the Migratory Bird Conservation Commission for the fiscal year ended June 30, 1938.

Respectfully,

H. A. WALLACE,
Secretary of Agriculture,
Chairman of the Migratory Bird Conservation Commission.

REPORT OF THE MIGRATORY BIRD CONSERVATION COMMISSION FOR
THE FISCAL YEAR 1938

Activities under the provisions of the Migratory Bird Conservation Act during the period covered by this report were significant not so much by reason of extensive acreages of lands acquired by the Bureau of Biological Survey for national wildlife refuges as of the rather intensive buying program carried on for consolidating refuges already established. Land has been bought in 42 units, the purchases ranging in size from less than 1 acre to 138,987 acres, chiefly to round out previous purchases made either by the Biological Survey with funds

appropriated under the Migratory Bird Conservation Act and with funds made available from emergency appropriations, or purchases by the Resettlement Administration for the Bureau.

All of the projects for which lands were bought during the year affected refuges previously acquired with the regular, emergency, and Resettlement funds referred to, or already established by Executive order from the public domains. In addition, seven new refuges were established by reservation of the public domain by Executive orders.

ACQUISITION IN OTHER YEARS

As in its previous annual reports, the Migratory Bird Conservation Commission considers it appropriate again to review the accomplishments in establishing national wildlife refuges under the Migratory Bird Conservation Act and other acts having the same objective. The total acreage of all refuge lands acquired and being acquired on June 30, 1938, in the United States, including Alaska and Hawaii, by Executive order and purchase aggregate 11,299,186 acres in 172 units. Some of the refuges so established were for reclamation purposes, but these few are of relatively small importance both from the standpoint of utility and from the standpoint of the acres embraced. No additions were made by purchase to any of the big-game refuges established by Executive order, principally in the Western States, with the exception of the Hart Mountain Antelope Refuge in southeastern Oregon, the Charles Sheldon Refuge in southwestern Nevada, the Elk Refuge in the Jackson Hole section of Wyoming, and the Federal Niobrara Reservation in north central Nebraska. In these four, however, extensive tracts of privately owned lands have been bought. Those in the Hart Mountain and Charles Sheldon Refuges were for the purpose of acquiring water holes and streams, so as to bring these refuges to their greatest possible utility. Purchases in the Elk Refuge were made principally to obtain an adequate food supply for the animals being protected during the winter months when they are in great concentrations in Jackson Hole. At Niobrara, a small area was acquired to consolidate the land already held.

FUNDS AVAILABLE

The appropriations authorized under the Migratory Bird Conservation Act of February 18, 1929, for acquisition of lands, and the funds appropriated for the fiscal years 1930-38 are shown in table 1. The difference between the totals shows an unappropriated authorization of \$5,500,454 through the fiscal year 1938.

TABLE 1.—*Funds authorized and appropriated for migratory-bird refuges under the Migratory Bird Conservation Act, fiscal years 1930-38*

| Fiscal year | Authorized | Appropriated | Fiscal year | Authorized | Appropriated |
|-------------|------------|--------------|-------------|-------------|--------------|
| 1930..... | \$75,000 | \$75,000 | 1936..... | \$1,000,000 | \$67,500 |
| 1931..... | 200,000 | 200,000 | 1937..... | 1,000,000 | 79,753 |
| 1932..... | 600,000 | 400,000 | 1938..... | 1,000,000 | 79,753 |
| 1933..... | 1,000,000 | 318,000 | | | |
| 1934..... | 1,000,000 | 89,525 | Total..... | 6,875,000 | 1,374,546 |
| 1935..... | 1,090,000 | 65,015 | | | |

As in the fiscal year 1937, no emergency funds were made available for the acquisition of refuge lands in 1938. There was allocated, however, for the purchase of tracts on existing refuges, a sum of \$75,000 from the proceeds of sales of migratory-bird hunting stamps. Part of the funds remaining in the \$6,000,000 appropriation provided under Title VII of the act of June 15, 1935, was also available for rounding out existing refuges. As previously also, the termination of cases as the result of judicial proceedings released funds that had been deposited in the courts during earlier years.

SUMMARY OF THE NATIONAL WILDLIFE REFUGE PROGRAM

In tables 2 and 3 are set forth in detail the accomplishments in the acquisition of national wildlife refuges under the provisions (table 2) of the Migratory Bird Conservation Act and (table 3) through the allotments of emergency funds. To present a broader picture of the present status of the refuge system a summary is appended following table 3 that covers not only the lands acquired after approval by the Migratory Bird Conservation Commission but also those acquired by purchase, condemnation, or gift (but not by easement) since the Biological Survey first had funds for the purpose. The summary thus covers areas on refuges specifically established by act of Congress, for example, the Upper Mississippi River Wild Life and Fish Refuge and the Bear River (Utah) Migratory Bird Refuge. The discrepancy in acreage figures between the summary and tables 2 and 3 is explained by the fact that data in the tables are for the period since 1929, the year the Migratory Bird Conservation Act was approved, whereas the summary goes back to the beginning of refuge land purchases by the Biological Survey, and the reservation of public lands for the purpose by Executive order.

Present status of refuge system

| | | |
|---|-----------|--------------|
| Area approved for purchase by Commission to June 30, 1933..... | acres-- | 139, 608 |
| Average cost per acre..... | dollars-- | 4. 57 |
| Area approved for purchase by Commission July 1, 1933 to date..... | acres-- | 725, 172 |
| Average cost per acre..... | dollars-- | 5. 32 |
| Area approved for purchase by the Federal Emergency Relief Administration and the Resettlement Administration (Farm Security Administration)..... | acres-- | 733, 799 |
| Average cost per acre..... | dollars-- | 7. 66 |
| Area approved for purchase under all other funds..... | acres-- | 191, 660 |
| Average cost per acre..... | dollars-- | 8. 00 |
| Area acquired under Executive orders to June 30, 1933..... | acres-- | 5, 467, 565 |
| Area acquired under Executive orders, July 1, 1933, to date..... | do---- | 4, 041, 381 |
| Refuges existing prior to June 30, 1933..... | number-- | 102 |
| Refuges existing on June 30, 1938 ¹ | do---- | 167 |
| Total area of all refuges ¹ | acres-- | 11, 299, 186 |

¹ Exclusive of easement refuges in North Dakota, South Dakota, and Montana.

TABLE 2.—Lands for refuges acquired and in process of acquisition under the Migratory Bird Conservation Act program through June 30, 1938

| State and county | Refuge | Fiscal year 1938 | | | | | Acquired in previous years beginning Feb. 18, 1929 | |
|--|--|----------------------|--------------------------|--------------|---------------------------------|--------------|--|------------------------|
| | | Acquired by purchase | Pending title conveyance | Total | Acquired other than by purchase | Total | By purchase | Other than by purchase |
| | | <i>Acres</i> | <i>Acres</i> | <i>Acres</i> | <i>Acres</i> | <i>Acres</i> | <i>Acres</i> | <i>Acres</i> |
| Alaska: Fourth Judicial Division..... | Hazen Bay..... | | | | 1 6,800 | 6,800 | | |
| Arizona: | | | | | | | | |
| Apache..... | Apache..... | | | | 1 2,514 | 2,514 | | |
| Mohave..... | Boulder Canyon (see also Nevada)..... | | | | | | | 1 312,047 |
| Arkansas: Arkansas, Desha, Monroe, and Phillips..... | White River..... | | 529 | 529 | | 529 | | 2 719 |
| California: | | | | | | | | |
| Imperial..... | Salton Sea..... | | | | | | 8,982 | 1 36,578 |
| Modoc and Siskiyou..... | Tule Lake..... | | | | | | | 1 36,563 |
| Delaware: | | | | | | | | |
| Kent..... | Bombay Hook..... | 6,886 | 659 | 7,545 | | 7,545 | 5,120 | |
| New Castle..... | Killcohook (see also New Jersey)..... | | | | | | | 1 586 |
| Florida: | | | | | | | | |
| Levy..... | Cedar Keys..... | | | | | | | 1 379 |
| Hernando..... | Chinsegut Hill..... | | | | | | | 2 2,033 |
| Jefferson, Taylor, and Wakulla..... | St. Marks..... | 2,879 | 6,918 | 9,797 | 1 9,077 | 18,874 | 21,746 | 1 15,926 |
| Georgia: | | | | | | | | |
| Charlton, Clinch, and Ware..... | Okefenokee..... | | 833 | 833 | 2 11 | 844 | 292,979 | 2 2 |
| Chatham..... | Savannah River (see also South Carolina)..... | 31 | | 31 | | 31 | 944 | |
| Do..... | Tybee..... | | | | 1 100 | 100 | | |
| McIntosh..... | Wolf Island..... | | | | | | | 1 575 |
| Idaho: | | | | | | | | |
| Jefferson..... | Camas..... | 200 | 3,350 | 3,550 | | 3,550 | 6,692 | |
| Canyon..... | Deer Flat..... | | | | | | 73 | |
| Blaine, Cassia, Minidoka, and Power..... | Minidoka..... | | | | | | | 1 25,332 |
| Bannock..... | Pocatello, U. S. Biological Survey Supply Depot..... | 1 | | 1 | | 1 | 1 | |
| Canyon..... | Snake River..... | | | | 1 336 | 336 | | |
| Iowa: Kossuth..... | Union Slough..... | 430 | 231 | 661 | | 661 | 200 | |
| Louisiana: | | | | | | | | |
| Plaquemines..... | Delta..... | | 4,584 | 4,584 | | 4,584 | 29,965 | 1 4,335 |
| Cameron..... | Lacassine..... | 5,468 | 2,649 | 8,117 | 1 227 | 8,344 | 17 | |
| Maine: | | | | | | | | |
| Washington..... | Moosehorn..... | 10,610 | 10 | 10,620 | | 10,620 | 684 | |
| Knox..... | Widows Island..... | | | | | | | 2 1 |

| | | | | | | | |
|---|-----------------------------------|--------|------------------|--------|---------------------|--------|------------------------|
| Maryland: | Blackwater | | | | | 8,241 | |
| Dorchester | Patuxent | | 432 | 432 | 432 | | ¹ 2,693 |
| Anne Arundel and Prince Georges | | | | | | | |
| Michigan: | | | | | ¹ 64 | 64 | |
| Marquette | Huron | | | | ¹ 280 | 37,840 | 18,436 |
| Schoolcraft | Seney | 196 | 37,364 | 37,560 | | | ¹ 936 |
| Minnesota: | | | | | | | |
| Aitkin | Rice Lake | | 1,423 | 1,423 | | 1,423 | 661 |
| Cottonwood | Talcot Lake | | ² 885 | 885 | | 885 | ² 80 |
| Becker | Tamarac | 505 | 1,414 | 1,919 | | 1,919 | 21,158 |
| Winona | Upper Mississippi | | | | | | 1 |
| Mississippi: Washington | Yazoo | | | | | | 2,440 |
| Missouri: | | | | | | | |
| Holt | Squaw Creek | | | | | 2,900 | 213 |
| Chariton | Swan Lake | | 2,900 | 2,900 | | | 2,450 |
| Montana: | | | | | | | |
| Cascade and Chouteau | Benton Lake | | | | | | ¹ 12,235 |
| Custer | Fort Keogh | | | | | | ¹ 56,954 |
| Fergus, Garfield, McCone, Petroleum, Phillips, and Valley | Fort Peck | | | | | | ¹ 970,000 |
| Phillips | Hewitt Lake | | | | ¹ 400 | 400 | |
| Do | Lake Bowdoin | | | | | | ¹ 10,671 |
| Hill | Lake Thibadeau | | | | ¹ 192 | 192 | |
| Roosevelt and Sheridan | Medicine Lake | | | | ² 4 | 4 | ¹ 301 |
| Beaverhead | Red Rock Lakes | 231 | 771 | 1,002 | | 1,002 | ¹ 1,358 |
| Nebraska: | | | | | | | |
| Garden | Crescent Lake | | | | | | 40,608 |
| Cherry | Niobrara | | | | | | 376 |
| Nevada: | | | | | | | |
| Clark | Boulder Canyon (see also Arizona) | | | | | | ¹ 346,443 |
| Humboldt and Washoe | Charles Sheldon | 17,509 | 5,304 | 22,813 | | 22,813 | ¹ 559,235 |
| Clark and Lincoln | Desert Game | | | | | | ¹ 2,022,000 |
| Churchill | Fallon | | | | | | ¹ 17,901 |
| Nye | Railroad Valley | | | | | | ¹ 135,184 |
| Elko and White Pine | Ruby Lake | 20,745 | 7,667 | 28,412 | | 28,412 | |
| Pershing and Washoe | Winnemucca | | | | | | ¹ 11,915 |
| New Jersey: Salem | Killochook (see also Delaware) | | | | | | ¹ 856 |
| New Mexico: | | | | | | | |
| Chavez | Bitter Lake | 120 | 6,935 | 7,055 | ¹ 11,316 | 18,371 | 3,193 |
| Socorro | Boques del Apache | | 2,926 | 2,926 | | 2,926 | 52,843 |
| Do | Rio Grande | | | | | | ¹ 73,228 |
| New York: | | | | | | | |
| Seneca | Montezuma | 2,564 | 3,656 | 6,220 | | 6,220 | |
| Suffolk | Shinnecock | | | | | | 8 |
| North Carolina: | | | | | | | |
| Hyde | Lake Mattamuskeet | | 541 | 541 | | 541 | |
| Dare | Pea Island | 1,605 | 2,702 | 4,307 | ¹ 32,254 | 36,561 | 1,539 |
| Hyde | Swanquarter | | | | | | 15,493 |

¹ Set aside by Executive order or proclamation.² Gift.³ Act of Congress.⁴ Primarily for big game.

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REPORT OF THE MIGRATORY BIRD COMMISSION, 1938

| | | | | | | | | |
|------------------------------|-------------------------------|---------|---------|---------|--------------------|---------|---------|--------------------|
| Virginia: Princess Anne..... | Back Bay..... | 3,926 | 663 | 4,589 | ¹ 4,342 | 8,931 | ----- | ----- |
| Washington: | | | | | | | | |
| San Juan..... | Jones Island..... | | | | | | | ¹ 179 |
| Grant..... | Lenore Lake..... | | | | | | | ¹ 6,159 |
| San Juan..... | Matia Island..... | | | | | | | ¹ 145 |
| Spokane..... | Turnbull..... | 1,925 | 4,866 | 6,791 | | 6,791 | 5,412 | ----- |
| Pacific..... | Willapa Harbor..... | 40 | 660 | 700 | | 700 | 1,605 | ¹ 626 |
| Wisconsin: Brown..... | Long Tail Point..... | | | | | | | ¹ 103 |
| Wyoming: | | | | | | | | |
| Albany..... | Bamforth Lake..... | | | | | | 965 | ¹ 201 |
| Teton..... | Elk Refuge ⁴ | 1,557 | 641 | 2,198 | ¹ 618 | 2,816 | 9,978 | ¹ 3,165 |
| Albany..... | Hutton Lake..... | | | | | | 1,248 | ¹ 153 |
| Total..... | | 132,206 | 110,389 | 242,595 | 68,535 | 311,130 | 620,158 | 5,007,708 |

¹ Set aside by Executive order or proclamation.² Gift.³ Act of Congress.⁴ Primarily for big game.⁵ By session.

NOTE.—Discrepancies in entries and totals in this table and in similar tables reported by the Chief, Bureau of Biological Survey, for the same year, are explained by the recent receipt of more complete data on acreage.

TABLE 3.—*Lands for refuges acquired and in process of acquisition with emergency funds*

| State and county | Refuge | Fiscal year 1938 | | | Acquired during fiscal years 1932-37 |
|---|--|----------------------|--------------------------|--------------|--------------------------------------|
| | | Acquired by purchase | Pending title conveyance | Total | |
| | | <i>Acres</i> | <i>Acres</i> | <i>Acres</i> | <i>Acres</i> |
| Alaska: Third judicial division | Chitina | | | | 1 |
| Arkansas: | | | | | |
| Mississippi | Big Lake | | | | 442 |
| Arkansas, Desha, Monroe, and Phillips | White River | 1,212 | 6,715 | 7,927 | 94,213 |
| California: Colusa and Glenn | Sacramento | | | | 10,776 |
| Florida: Jefferson, Taylor, and Wakulla | St. Marks | | 1,181 | 1,181 | 9,473 |
| Georgia: Chatham | Savannah River (see also South Carolina) | | 1,462 | 1,462 | 2,977 |
| Illinois: Mason | Chautauqua | 1,760 | 496 | 2,256 | 2,220 |
| Louisiana: | | | | | |
| Plaquemines | Delta | | 10,361 | 10,361 | |
| Cameron | Lacassine | 22,992 | | 22,992 | |
| Do | Sabine | 138,987 | | 138,987 | |
| Michigan: Schoolcraft | Seney | 11,735 | 3,043 | 14,778 | 13,962 |
| Minnesota: | | | | | |
| Marshall | Mud Lake | | | | 59,768 |
| Aitkin | Rice Lake | 2,935 | 4,854 | 7,789 | |
| Missouri: | | | | | |
| Holt | Squaw Creek | 365 | 126 | 485 | 5,951 |
| Chariton | Swan Lake | 3 | 180 | 183 | 5,158 |
| Montana: | | | | | |
| Phillips | Lake Bowdoin | 640 | | 640 | |
| Roosevelt and Sheridan | Medicine Lake | 3,614 | 2,902 | 6,516 | 16,353 |
| Lake and Sanders | National Bison Range | | | | 20 |
| Beaverhead | Red Rock Lakes | 590 | 8,503 | 9,093 | 15,208 |
| Nebraska: | | | | | |
| Garden | Crescent Lake | | | | 1,847 |
| Do | Niobrara | | | | 2,692 |
| Cherry | Valentine | 1,159 | 276 | 1,435 | 64,373 |
| New York: Saratoga | U. S. Fur Animal Experiment Station | | | | 16 |
| North Carolina: | | | | | |
| Hyde | Lake Mattamuskeet | | | | 49,925 |
| Do | Swanquarter | | | | 8 |
| North Dakota: | | | | | |
| Foster and Stutsman | Arrowwood | 943 | 80 | 1,023 | 12,288 |
| Burke and Ward | Des Lacs | 837 | 608 | 1,445 | 12,290 |
| Wash. | Lake Ardoch | | | | 291 |
| Burleigh and Kidder | Long Lake | | | | 586 |
| Burke and Mountrail | Lostwood | 480 | 1,209 | 1,689 | 21,404 |

| | | | | | |
|--------------------------------|--|----------|---------|----------|----------|
| Bottineau and McHenry..... | Lower Souris..... | 803 | 2, 144 | 2, 947 | 36, 504 |
| Sargent..... | Storm Lake..... | | | | 2 |
| Do..... | Tewaukan..... | | | | 80 |
| Renville and Ward..... | Upper Souris..... | 809 | 409 | 1, 218 | 28, 318 |
| Oregon: | | | | | 64, 717 |
| Harney..... | Malheur (Blitzon unit)..... | 141 | | 141 | 6, 193 |
| Do..... | Malheur (Malheur unit)..... | | | | |
| South Carolina: | | | | | 5, 196 |
| Charleston..... | Cape Romain..... | | | | 3, 519 |
| Jasper..... | Savannah River (see also Georgia)..... | 530 | | 530 | |
| South Dakota: | | | | | 9, 362 |
| Bennett..... | Lacreek..... | | | | 342 |
| Charles Mix..... | Lake Andes..... | | | | 19, 077 |
| Brown..... | Sand Lake..... | 340 | 458 | 798 | 2, 013 |
| Day..... | Waubay..... | | | | 20 |
| Tennessee: Lake and Obion..... | Lake Isom..... | | 1, 517 | 1, 517 | 2, 214 |
| Texas: Bailey..... | Muleshoe..... | | 1, 440 | 1, 440 | |
| Utah: Box Elder..... | Bear River..... | 3, 145 | | 3, 145 | 707 |
| Wisconsin: Trempealeau..... | Trempealeau..... | | | | |
| Total..... | | 194, 020 | 47, 958 | 241, 978 | 580, 506 |

NOTE.—Discrepancies in entries and totals in this table and in similar tables reported by the Chief, Bureau of Biological Survey, for the same year, are explained by the recent receipt of more complete data on acreage.

